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DEMOCRACY

Means ALL of Us

How Communities Can Organize
To Study and Meet Community Needs
With Special Suggestions for
Developing Nutrition Programs
In Wartime



U.S. FEDERAL SECURITY AGENCY
OFFICE OF DEFENSE HEALTH AND WELFARE SERVICES
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CONTENTS

	Page
Foreword	iii
Introduction	v
I. When you begin at the beginning	1
II. When first steps have already been taken	4
III. When you take your place in a going program	7
IV. When communities are large and relationships are complicated	11
V. When youth comes into the picture	14
VI. When you face the need for stock-taking	16
Reading references	19
Appendix	21
Exhibit A. A list of organizations and agencies usually represented on local nutrition committees	21
Exhibit B. Charts showing how some communities have organized their defense nutrition programs	22
Exhibit C. A list of questions which might be used to guide the discussion of a committee trying to make an informal estimate of nutrition needs in a community	25
Exhibit D. A sample form for a survey of the nutrition needs of a county	27
Exhibit E. A sample form for a study of family food habits with special reference to the home food supply	30

FOREWORD

A national nutrition program is under way in America as part of the total war effort.

With all the resources, skills, and knowledge at our command, we are attacking our food problems along a wide frontier. Some of these problems can be met successfully by families and groups of families willing to face local situations with honesty and determination. Others require governmental arrangements at local, State, and Federal levels. Few can be really solved without enlightened, cooperative action in communities where people have learned to think and work together for the common good.

Thousands of Americans, young and old, are anxious to play a vital part in this great, cooperative enterprise. They see in the nutrition program an opportunity to take the kind of responsibility for public action which is part and parcel of the democratic tradition. And so they are responding throughout the country to the suggestion that responsibility for the national nutrition program be carried cooperatively by all of our 130,000,000 people, working through local, State, regional, and national nutrition committees. They are thinking of these committees not as a hierarchy of power groups, but as a network of channels through which energy generated on the community level can rise and spread to the remotest parts of our land. Realizing the importance of building well the foundations, they are anxious to do good jobs of local organization.

It is the purpose of this pamphlet to describe some of the arrangements that need to be made before community planning can be effective, and to point out some of the many exciting opportunities for creative thinking—for democratic action—which the national nutrition program offers. It was prepared at the request of the Co-ordinating Committee on Nutrition by the following staff members of Federal agencies concerned with community nutrition programs: Miriam Birdseye, Extension Nutritionist, Co-operative Extension Service, U. S. Department of Agriculture; Muriel W. Brown, Consultant in Home Economics Education, U. S. Office of Education, Federal Security Agency, chairman; Lucy Morgan, Consultant in Health Education, U. S. Public Health Service; Helen Stacey, Specialist in Nutrition, Children's Bureau, U. S. Department of Labor. Dorothy E. Bradbury, Associate Educationist, Education and Training for National Youth Administration Project Workers, gave valuable editorial assistance.

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INTRODUCTION

Because local wartime needs vary in so many ways, no attempt has been made to provide, in these pages, a formula for the organization of any particular kind of nutrition committee. Community organization is a creative job, and there is no way of patterning creative thinking. The right type of organization for your city, town, or county is the one that will work best in your particular circumstances.

In spite of the obvious differences in the size and composition of American communities, there are some simple, basic principles which seem to apply to community organization everywhere. These were pointed out by a special subcommittee of the National Nutrition Conference in Washington in May 1941, are discussed in the body of this text, and may be summarized briefly as follows: To be successful, every community program must—

1. Meet a real, definable need or needs.
2. Have community interest and approval.
3. Include all people naturally concerned.
4. Evolve under the guidance of a central, representative planning group.
5. Relate itself acceptably to all other existing community programs, organizations, and agencies.
6. Report back, regularly, to the community.

How these principles are applied depends, of course, upon the situations in which they operate. To illustrate their wide range of applicability, this pamphlet relates them to programs in process of development in six typical American communities. The programs described actually do exist, but the names of the places and persons mentioned are, of course, fictitious.

The story begins in Hartland, a town so small that one well-chosen committee may adequately meet the need there for responsible, centralized planning. The way in which a few interested individuals can engineer the organization of such a planning group is shown in some detail. The reader who lives in a little town like Hartland can, if he wishes, identify himself with Mrs.

Jones, Mrs. Brown, the health officer or any other one of the *dramatis personae*, take the steps suggested in Section I, and get together a small group to plan a local health program, of which nutrition will be an important part.

The reader who recognizes his own community in Fairview, California, may feel that his town should carry the preliminary organization a little further before launching its nutrition program. He may think that the first planning committee should be used to set up a more formal structure—a health council, perhaps, of which a nutrition subcommittee will be a part. Section II describes some of the steps usually taken in the development of such a plan.

The reader who lives in a place like Elm Ridge, New York, may assume that all of the steps outlined in the development of the Hartland and Fairview programs have already been taken in his community. The nutrition committee is organized and in touch with county, State, and Federal groups in the national program. What he wants to know is how to proceed. How are subcommittees organized? How are local needs discovered? How are resources mobilized? Section III gives concrete help in these areas, building on all that has gone before.

The worried professional, caught in the complexities of metropolitan organizations, has special problems. Section IV may help him to see how, even in a city as big as Industria, the resources of established agencies can be coordinated and a cooperative nutrition program developed in which the entire community can participate.

Every community, regardless of size, wants to make the best possible use of the energy and idealism which youth can contribute to the war effort. Every community, regardless of size, must have some way of finding out whether or not its nutrition activities are sound and worth while. The Freeman, Texas, program described in Section V has dealt with the first of these problems; the Albion, North Dakota, program meets the second, in Section VI. The Appendix is a

VI

tool kit. The charts, lists, and forms included were selected because they have been used and found helpful.

It is not likely that any community in America has gone through all of the steps in community organization indicated in this pamphlet in the order in which they are mentioned. On the other hand, there are

probably few communities which will not find some of their organizational problems discussed somewhere in these pages. Those who have worked together on the preparation of this material sincerely hope that the principles stated are fundamental enough to be applicable in a wide variety of situations, even in programs with objectives other than nutrition education.

I. WHEN YOU BEGIN AT THE BEGINNING

A group of people belonging to the Hartland, Georgia, Book Club were sitting before an evening fire-side discussing the news story of the day. Five of the twelve boys drafted for the Army from this little country town had been turned down at the induction center because they could not pass their physical examinations.

Mr. Baker, a lawyer, said, "What I can't understand about this business is that there doesn't seem to be any rhyme or reason to it. Some of the lads who were turned down came from well-to-do families."

A mother, Mrs. White, asked, "Well, what I want to know is: Why were the boys turned down, anyway?"

Dr. Proctor, one of the town's physicians, answered, "Well, for a variety of reasons. Some had bad teeth, some were underweight, one was in the first stages of tuberculosis."

"But, Dr. Proctor, what made these boys unfit?" queried Mr. Baker.

Dr. Proctor looked thoughtful. "I suppose there are many reasons."

"But, Doctor" questioned Mr. Jones, "what about the children growing up in this town right now? We failed to give the older boys health. Are we letting the youngsters down, too?"

At this point Mrs. Jones broke in, "I want to know what we can do about all this—what *I* can do about it."

* * *

Community organization begins when one person in a community decides to get someone else to help him do something about a community problem

Hartland knows, now, that some of its young folks are not as strong and well as they might be. Mrs. Jones has made up her mind to see what can be done to change this state of affairs. How can she go about it? What should she do to start the ball rolling? Mrs. Jones calls up her friend, Mrs. Smith, and asks her if she doesn't think they should try to get the folks in Hartland to work on community health. She

knows that Mrs. Smith is well liked in the community and that her sponsorship will help the cause.

New undertakings in community organization must be built upon what is already going on

Mrs. Jones and Mrs. Smith realize that although they know little about the health needs of their town, their health officer knows a great deal. Together they go to see him and find that he is glad to tell them about the various health activities already going on in Hartland, to discuss some of the needs he knows about, and to help them decide what to do next.

Responsibility for a community program must be shared

Since the problem in which Mrs. Jones and Mrs. Smith are interested is a health problem, all the agencies and organizations in the community concerned in any way with health will want to help make the plans for dealing with it. So, these two women make a list of all the groups and individuals in Hartland known to be interested in health. They go over this list with the health officer, who has one or two suggestions to make. Some of the agencies and organizations listed are local; some are State and Federal, with local representatives. Such a basic list will be found on page 30.

Persons likely to be interested must be consulted early

As soon as Mrs. Jones and Mrs. Smith finish their list they make a personal visit to a key person connected with every agency on it. Because health is a major objective in the national war effort, they call first on the chairman of the local Defense Council. He is glad to see them; he has been thinking for some time that the community should do something about wartime health problems. He encourages them to go on with their plans. Mrs. Jones and Mrs. Smith continue their visiting, asking each person interviewed for ideas and advice.

Foundations of confidence and interest must be laid.

As they make their calls, Mrs. Jones and Mrs. Smith sense a growing interest in their story. They meet

some opposition, but are not at all disturbed by the skeptics. Being challenged helps them to think more clearly and to describe the need more convincingly. They are careful to leave each person interviewed with the feeling that his judgment is valued and will be considered before final decisions are made.

An informal group discussion is a good first step toward program organization

Although they are now fairly sure of rather widespread public interest, Mrs. Jones and Mrs. Smith wish to be certain that those most concerned want a community health program in Hartland enough to work together for it. To find out, they invite the people on whom they have called to a small, informal meeting. At this meeting, the whole situation is discussed, and those present decide what they will do about it.

Community programs need community approval

After considering the situation carefully, this small group decides to try to get public support for a community health program. One good way of doing this, of course, is to have the idea endorsed at a public meeting. And this is what the Hartland planners decide to do.

The meeting place must be carefully selected

In selecting a meeting place, the group looks for a place that will be comfortable, convenient, and just the right size. "Any place that is agreeable to most of the people who will come is all right," the school superintendent said when they asked him about it. "You might think about the school, a Grange hall, a church parlor, or even a private home."

The word must get around. People cannot come to meetings they do not know about

The group wants everyone in town to know about this meeting. They plan to use all sorts of ways to get the information around. There will be a telephone committee to call up some of the people. Members of the group will get word to their own organizations. The Hartland Press will print announcements and stories. (Incidentally, the editor has been very helpful in giving advice about publicity.)

Much of the success of a first meeting depends on the leadership

To make this first meeting a success, two experienced people are needed, one to preside as a temporary chairman and one who can think fast and clearly to lead the discussion. Precious time must not be wasted on speeches.

The first meeting should have definite outcomes

The first meeting is held. It is a real success. There is a lot of good discussion and everyone there seems to feel that something should be done right away to get a community health program started. The chairman and the discussion leader, however, are careful not to let the meeting go too far. While a general public meeting is necessary to authorize and give prestige to a community program, details need to be worked out by a small planning group. A motion is made and carried authorizing the chairman to confer with the heads of appropriate agencies and develop a planning committee for a community health program by mutual agreement.

The planning committee goes to work

The planning group authorized at the general meeting will act from now on as a steering committee for the community in new undertakings pertaining to health. When problems arise, this committee will seek advice and help from appropriate sources. From time to time, public meetings will be held, at which the planning committee will report progress.

Hartland decides to attack the problem of nutrition

Hartland now has the framework for a community health program that may develop in any direction according to local needs. Some of the local doctors believe many Hartland people are not as well as they might be because they do not eat the right kinds and amounts of food. The planning committee for the community health program, therefore, decides to attack first the problem of nutrition.

Relationships are worked out with the Defense Council

Since the Defense Council is the wartime agency for unifying all community efforts to meet war problems of all kinds, the Hartland health committee wishes to work closely with it. After considerable discussion of other possible arrangements, it is decided that the health committee will act as a committee

of the Defense Council. It will be charged by the Defense Council with the responsibility of finding out what the food problems of Hartland are and of doing something about them.

THOSE OF YOU WHO LIVE IN RURAL COMMUNITIES LIKE HARTLAND MAY FIND THE SUGGESTIONS MADE IN THIS SECTION ENOUGH TO START YOU ON YOUR WAY TOWARD A COMMUNITY NUTRITION PROGRAM

THAT WILL MEAN A GREAT DEAL TO YOU, YOUR NEIGHBORS AND YOUR NATION.

THOSE OF YOU WHO LIVE IN LARGER PLACES, WHERE PEOPLE DO NOT KNOW EACH OTHER SO WELL, AND WHERE LIVING IS A LITTLE MORE COMPLICATED, MAY FIND IN THE NEXT SECTION IDEAS WHICH WILL HELP YOU BUILD UPON THIS FOUNDATION.

II. WHEN FIRST STEPS HAVE ALREADY BEEN TAKEN

Fairview, California, is a city of about 15,000. The people there are just ordinary people, fairly well off for the most part. Because a number of small industries have had to close down in order to change over into war work, some families in one section of the town have no money coming in. Unfortunately, this is a second depression for a good many of them.

Their plight has awakened a good deal of sympathy and concern in the town. There has been a lot of informal discussion; a public meeting much like the one in Hartland has been held. The chairman of this meeting was authorized to appoint a committee to make plans for the organization of a community nutrition program that would not only give special attention to the needs of families of unemployed workers but would offer help to other kinds of families with other kinds of food problems.

The chairman of this planning committee looked at the group around the table. "We've been talking around and around this thing for over an hour," he said. "We're all agreed that Fairview needs a nutrition program. The question now is, 'How do we set it up?'"

At this point, Mrs. Stanley, the president of the local college club, leaned forward. "While you've been talking," she said, "I've been jotting down on paper some ideas about what to do next. I'd like to know what the rest of you think of them. Here they are—

- "1. Form a community health council with the help of all the health groups in town. (In setting this up, by the way, I hope we can work out some plan for families to be represented by neighborhoods or districts.)
- "2. Have the council elect officers and arrange for regular meetings.
- "3. Have the council work through an elected executive committee.
- "4. Have this executive committee set up a special subcommittee of the health council to develop a community nutrition program in cooperation with the Fairview Defense Council."

The President of the Fairview Medical Society nodded quick assent. "It seems to me that this is a practical way of organizing a nutrition program. It does two things: In the first place, it provides machinery for carrying forward a well-balanced community health program on all fronts—the health council. In the second place, it quickly gets a responsible group concentrating on nutrition, within the total health program, from the beginning."

From the other end of the table, Judge Walter voiced his approval. "I understand that the Defense Council has been hoping some of the regular agencies would take the initiative in this," he added. "If we get the whole thing going, they will welcome us as a part of the Defense Council, and will give us definite duties to perform in the defense program."

After some further discussion, the planning committee decided to follow Mrs. Stanley's outline of next steps.

* * *

Details of organization should be worked out by a committee appointed or elected for the purpose

There is no one way of forming a community council. In Fairview, the public meeting authorized the chairman to appoint a committee to organize a community health program and work out a plan of coordination with the Defense Council. Arrangements for selecting members of the central health council will vary with the situation. Each local agency and organization interested in health may want to elect a representative—which will mean a council of 30 or 40 members. If a smaller council is desired, some way of representing groups of organizations or areas of community interest will be found. The main thing, as Mrs. Stanley pointed out, is to make sure that the council represents the *people* of the community and can be used by them to solve their own problems.

As soon as the council is formed, the preliminary organizing committee is dissolved.

The sooner a community council defines its purposes and responsibilities the better

The Fairview Health Council has been organized. It will act as a committee or division of the Defense Council for the duration.

At the first meeting, the council chose its name, elected officers, and appointed two temporary committees, one to draft a statement of principles for guiding future action and another to select an executive or planning committee. At the second meeting, the committee to draft the statement of principles made its report. On the basis of this, the council defined its own purposes and responsibilities. It accepted responsibility for (1) setting up the general goals for the community health program, (2) determining general policies, (3) passing upon the plans and projects of subcommittees, and (4) continuously interpreting all aspects of the health program to the community. It agreed to function through an executive, or planning, committee.

An able planning group is the heart of a good community program

The planning committee of the Fairview Health Council is ready to work. Its first work will be to decide how the Fairview health program should be launched. Since the planning committee knows that the principle reason for setting up a health council at the present time is to get something done in nutrition, its first business will be to organize a special subcommittee for this purpose. This subcommittee will develop a community nutrition project as a part of Fairview's official war program.

A nutrition committee must be properly representative

Nutrition committees vary in size and membership with local situations. To be successful, such a committee must represent fairly all local groups and organizations concerned with the food problems of human beings. It must also represent the people of the community—the families and individuals who consume food, the nonprofessional workers who help with many nutrition programs, and the professionally trained leaders.

It is usually wise for a nutrition committee to have a lay chairman or cochairman. Men and women with professional training should guide developments either as committee members or as consultants. A checklist of agencies and organizations which should

be represented wherever they exist will be found in the Appendix on page 21.

One of the first responsibilities of a nutrition committee is to set up some guiding principles for choosing the projects on which it will work.

Several members of the Fairview Nutrition Committee have decided notions about what should be done first. In order to have a fair basis for selecting one or two from a long list of possible projects, the committee has worked out a list of questions with which to test each proposal:

1. Does the project meet an immediate need?
2. How important is this need as compared with other immediate needs?
3. Is there an agency or organization already carrying on, or set up to carry on this activity?
4. How extensive is the proposed project? What will it involve in the way of time, money, equipment, personnel?
5. Whose time, money, equipment, personnel will be needed?
6. Does the community have the resources (both human and material) to carry the project through successfully?
7. Will a professionally trained person be needed to give direction, or can a volunteer do whatever coordinating is necessary?
8. Is the required leadership available?
9. Will this activity, or project, further the long-time objectives of a long-range community nutrition program? If so, in what way?
10. Will this project meet a wartime need so urgent and widespread that every appropriate agency in the community should concentrate on it at once?

Nutrition committees which pre-test their proposed activities with such questions as these are likely to make good decisions and to save themselves some mistakes.

A program should start with a project that meets general public approval

People in Fairview are really disturbed about the food problems of low-income families. The spindly legs and thin faces of little children at play in certain streets have made their own appeal. The nutrition committee, therefore, has decided to begin the nutri-

tion program with a project which will help these families (1) to secure more food of the right kinds, and (2) to make better use of the foods available to them.

A community which does not have the problem of actual hunger to contend with will start somewhere else. Each must begin with the needs which are its own.

The success of a community nutrition project depends on the soundness of its basic organization

A plan for providing neighborhood consultation service in nutrition has been presented by the Fairview Nutrition Committee to the Fairview Health Council. The health council has approved it. The next step is to work out a plan for doing the work. This must be carefully thought through, step by step.

Those who are to be affected by a nutrition project should help to plan it

In order to make sure that the proposed consultation service is really useful to, and used by, families who want help, the Fairview Nutrition Committee wants the families themselves to assist with the organization of the project. To do this, the committee divides the town into districts, and adds a special representative from each district to its membership for the duration of the project.

These representatives are found in various ways. Sometimes the head of a settlement house knows the right man or woman to suggest; sometimes the school principal has this information; sometimes the corner grocer. In any event, when the district leaders are chosen, each one divides his district into blocks or sections, and secures block or section leaders. From there on, he works with the leaders, and the leaders work with the families in their areas, keeping the channels between the neighborhoods and the central nutrition committee free and open. This makes it

possible for the nutrition committee to be in a very real sense the servant of the people who use its resources to meet their needs.

The more clear-cut and concrete the objectives, the more successful a nutrition project is apt to be

After the organization has been set up, the next step is to find out what kinds of food problems are troubling the families which the Fairview Nutrition Committee wishes to help. There are many ways of determining these specific needs, some of which are discussed in the next section.

Plans for the continuous appraisal of a program or project should be made when the work is first outlined

As soon as the Fairview Nutrition Committee decides what to work on, plans need to be made for appraising the work done as the program develops. The committee realizes (1) that plans for appraisal need to be made in advance and (2) that there should be continuous appraisal of each piece of work as it goes along. It may be all right to whistle in the dark—sometimes—but people working on community programs need to know where they have been, and see where they are going. You may want to turn, now, to Section VI for some suggestions about evaluation.

SOME OF YOU WHO LIVE IN TOWNS LIKE HARTLAND AND FAIRVIEW MAY BE READY NOW TO SELECT YOUR OWN LOCAL PROBLEM AND GO TO WORK ON IT.

MANY OF YOU, HOWEVER, WILL FEEL AT THIS POINT THAT YOU WOULD LIKE TO MAKE A CONNECTION WITH THE NATIONAL NUTRITION PROGRAM, WHICH HAS COMMITTEES IN MOST OF THE STATES AND IN MANY COUNTIES AND COMMUNITIES. IF YOUR NUTRITION COMMITTEE DID NOT START OUT AS A PART OF THE NATIONAL PROGRAM, IT CAN EASILY FIT INTO IT.

SO YOU WANT TO KNOW WHAT YOU CAN DO ABOUT IT

III. WHEN YOU TAKE YOUR PLACE IN A GOING PROGRAM

The community of Elm Ridge, New York, includes a village of 1,800 people with about 120 families living on nearby farms. Recently the population has increased a little because of the defense industries in a town 40 miles away. There are two churches, a consolidated school, and the usual organizations of men, women, boys, girls, and families for educational, social, religious, business, and service purposes.

Elm Ridge was one of the first places to respond to the suggestion from Washington that each community in the United States form a nutrition committee as part of a Nation-wide plan of local-State-Federal organization to improve the nutrition of the entire country. Closely connected with the Elm Ridge Nutrition Committee are State and county committees. The local committee has 15 members, all of whom are wide awake and genuinely interested in better nutrition for their community and some of whom have studied nutrition in college or in extension work. Some are well off financially, others are not, but all are willing and eager to give time to a community nutrition program.

Mr. Brant and Mrs. Evans, co-chairmen of the nutrition committee, are discussing the local situation with the home demonstration agent, Mrs. Wayne. Mrs. Evans is speaking.

"Well, we've got one problem settled, anyway. When the Defense Council was organized we wondered if they were going to have anything to do with nutrition. We know, now, that they want us to go on as we have been doing, except that now we are officially a part of the Defense Council."

At this point Mr. Brant interrupted: "What we can't decide, Mrs. Wayne, is what to do next. A lot of people have attended nutrition classes, and there are a lot of new gardens this year, but we're not satisfied with our work. We're not sure that we are getting at the most important food problems in this community, and we are certainly not reaching all the folks. Mrs. Evans, here, will be unhappy until she gets everybody into this nutrition program."

Mrs. Evans smiled, "That's right. This is a big problem and it's going to take all of us to handle it. Our State and county committees can give us some general information about the food problems in this region, but we've got to find out what the situation is *here* and what can be done about local problems we ought to be facing. There's a lot of malnutrition in Elm Ridge. Some of it is due to poverty, some to ignorance, some to indifference, and some to poor management. But no matter what its cause, we've got to do something about it and do it quickly. How can we find out what our real needs are, and how can we get everybody working with us to help meet them?"

Mrs. Wayne has some "hunches" on how to proceed from her work with rural people. She also knows where to go for further advice and help.

* * *

When a community project is part of a national program there is no need for each local group to start working from scratch

As Mrs. Evans pointed out, the State and county committees already know in a general way about the types of food problems in the region around Elm Ridge. The Elm Ridge Nutrition Committee can use this information in finding out what to do about their own local problems. Generalizations are helpful but, after all, Elm Ridge will have to do its own thinking.

Needs are where you find them

Since most of the nutrition committee members are old timers, there is a great deal of useful information about the community right in the group. This can easily be brought out in a good group discussion. To be sure that nothing is overlooked, Mrs. Evans and Mr. Brant check the discussion as it develops by a list of questions prepared the night before. (A list suggestive will be found in the Appendix, page 25.)

Action must be based on a knowledge of facts

The Elm Ridge Nutrition Committee has had a meeting at which members present discussed the

nutritional needs of the community in the light of their personal knowledge. Need for more exact information is now strongly felt. The committee, therefore, has made a list of additional facts wanted and has appointed a special committee to make plans for getting the facts.

Questions prepared for fact-finding committees to work on should be simple, clear-cut, direct, and specific

Some of the information desired is on record and can be obtained easily from the proper officials. The school superintendent, for instance, knows how many lunches are served each day to children in the schools. Time must not be wasted gathering facts that are already available. Some of the questions, however, cannot be answered without a special investigation.

The first step in making a survey is for the committee to write down exactly what they want to know and the second step is to go directly to the people who have the information wanted. (A survey form used successfully in one State will be found in the Appendix, page 27.) Some nutrition committees act as "committees of the whole" in making surveys; some appoint special survey committees.

Facts gathered should be used

When Elm Ridge has a reasonably good picture of its own nutrition needs, the nutrition committee will select one or more major problems to work on together. Subcommittees will be needed to study, plan for, carry on, and follow through each piece of work planned.

The best community programs are the programs that share responsibilities and opportunities

As the Elm Ridge program develops, there will be need for and opportunities to use many different kinds of talents and skills. Special committees will be required for such important projects as training study group leaders, or cooperating with merchants. A number of standing committees will be needed to help the others—for example, committees on publicity, transportation, assignment of volunteers, evaluation.

The success of a community program depends on the care with which all its parts are related to the whole

One of the best ways of holding a program together is to have the chairmen of subcommittees be members of the central nutrition council. As soon as chairmen have been found for all subcommittees, the Elm

Ridge Nutrition Committee will meet to go over plans again, to review objectives, and to see that each project is properly related (1) to the big objectives of the nutrition program as a whole, and (2) to all the other projects.

Assignments to individuals and groups working on community nutrition projects should be clearly understood and carefully recorded

In order to make its work as systematic and efficient as possible, each subcommittee in the Elm Ridge nutrition program has put down in writing, in its book of minutes, the answers to such questions as the following:

1. Exactly what are we going to try to do?
2. Why are we doing it?
3. How are we going to do it?
4. What steps are we going to take in what probable order?
5. What services, materials, and money will be needed? Where and how are we going to get these?
6. Who is taking what responsibility?
7. When does each person's work begin?
8. When is each task assigned to be completed?
9. What kinds of reports will be needed?
10. Who will make the reports?
11. To whom should reports be made?

When the work is fairly divided, and each person knows just what he is supposed to do, results come more quickly and are more satisfying than when responsibilities are vaguely understood.

Projects in a good community program are of many different kinds

As the nutrition committee gets to know more and more about the real food problems of families in Elm Ridge, the community nutrition program will become more and more varied and extensive.

A neighboring county which has had a nutrition program in action for about a year, has already developed the following projects:

1. An integrated program of nutrition education is shaping up within the schools. Each teacher is teaching some phase of nutrition through projects adapted to the ages, interests, and needs of her students, beginning with the first grade.

2. Surveys have been made under medical direction to locate the children suffering from malnutrition.
3. A county council of social agencies has been organized to act as a steering and clearing committee for welfare work in the county.
4. Plans have been made for giving emergency assistance to families in acute distress for lack of food.
5. Many farm families have planned their year's food supply, and have pledged themselves to produce as much of this at home as possible.
6. Victory gardens are being planted at home and at school.
7. Classes and demonstrations in canning and food preservation are being given throughout the county.
8. A lunch period has been organized for every school.
9. Grocers have stocked up on whole grain and enriched bread and cereals to meet customer demand.
10. The local newspaper is publishing articles and stories relating to the nutrition program.
11. A local workshop in nutrition for teachers has been held under the auspices of the State university.
12. A community bakery and canning center to supply food for school lunches has been established.
13. A youth committee has been organized to help with the nutrition surveys and to work with the local parent-teacher council in writing the history of the local nutrition program.
14. Nutrition study groups under local leaders have been organized.
15. A leaflet with the heading "This Is What I Need to Eat Daily" has been mimeographed and posted in every eating place and restaurant in the county, including the roadside grills and lunchrooms.

When the Elm Ridge program has been going as long as this county program, Elm Ridge will probably be able to report as many projects, although its list will almost certainly be different.

Community programs are for everybody

Many people in Elm Ridge will readily take advantage of educational opportunities offered in connection with the community nutrition program. There are folks in the community, however, who stay away from gatherings because they feel shy with strangers, because they are ashamed of their clothes, because there is no one to stay at home with the children, because they have no means of transportation, because they do not know there are classes, because classes offered do not meet their needs, because they never have joined anything. No one is going to insist that every person in Elm Ridge must join a group or class to study nutrition. That would be ridiculous. The Elm Ridge Nutrition Committee wants to be sure that everyone has a chance to make his needs known and to get the kind of help he can use. A good community nutrition program has something in it for everybody.

Most people who pass up opportunities to join community groups would really like to belong to something

Laboring under many handicaps, numerous families in Elm Ridge need friendliness, encouragement, information, and individual help from many sources over long periods of time. The nutrition committee has decided to use a plan similar to the block plan in Fairview to reach such homes—mapping the community, listing all families in each area, and contacting every household through district chairmen and block leaders.

If this plan does not prove successful, Elm Ridge can turn this problem over to a subcommittee to locate socially isolated families, discover their special needs and interests, and help them to use, in their own way, the community services and the volunteers who can give assistance. The friendly visiting involved in such a plan is the sort of thing that volunteers often can do extremely well.

IN VILLAGES AND TOWNS, LIKE HARTLAND, FAIRVIEW, AND ELM RIDGE, AND IN THEIR SURROUNDING COUNTIES, PEOPLE CAN AND DO PARTICIPATE MORE OR LESS DIRECTLY IN COMMUNITY LIFE.

YOU WHO LIVE AND WORK IN THE BIG CITIES HAVE CREATED AGENCIES AND ORGANIZATIONS TO PERFORM CERTAIN COMMUNITY SERVICES AND TAKE CARE OF CERTAIN COMMUNITY PROBLEMS FOR YOU. WHEN YOU ORGANIZE A GOOD NUTRITION COMMITTEE YOU ARE NOT SACRIFICING ANYTHING GAINED BY PROGRAMS

ALREADY IN EXISTENCE. YOU ARE SIMPLY PROVIDING A WAY FOR AGENCIES AND ORGANIZATIONS TO PLAN AND WORK TOGETHER WITH YOU FOR THE SAKE OF THE COMMUNITY AS A WHOLE.

THE NEXT SECTION CONTAINS SOME SUGGESTIONS FOR ORGANIZING A NUTRITION COUNCIL IN A LARGE INDUSTRIAL CITY WHERE AGENCIES AND ORGANIZATIONS MUST PAVE THE WAY FOR COMMUNITY PARTICIPATION IN AN ALL-COMMUNITY NUTRITION PROGRAM TO MEET COMMUNITY NEEDS.

IV. WHEN COMMUNITIES ARE LARGE AND RELATIONSHIPS ARE COMPLICATED

Industria is a big town in which people of many different races and creeds live side by side. They live in every kind of home and on every kind of income. Some of their food problems are being tackled by various agencies and organizations. Some of their nutrition problems have not even been recognized.

Preston Wiley, the executive secretary of the local Council of Social Agencies, J. T. Thomas, Superintendent of Schools, and other community leaders are wondering how existing services can be supplemented and extended so that all families in the community can be well fed.

In a city like Industria, the introduction of a new program always presents certain organizational difficulties. Mr. Wiley and Dr. Thomas feel a special responsibility for helping agencies and organizations make a united effort to help families to meet their nutritional needs. As Mr. Wiley pointed out when discussing the matter with Dr. Thomas, "The biggest problem is to know how to swing projects broad enough and flexible enough to meet a wide variety of needs without stepping on the toes of existing agencies."

"And what makes it even more of a task," added Dr. Thomas, "all the usual agencies and services are already on the job in their own areas, doing a good deal about nutrition."

"Yes, but I still think," Mr. Wiley continued, "that all of us working together can do more than any one of us can do alone."

* * *

New developments in a community program should come as the result of cooperative thinking on the part of those individuals and agencies best able to understand and do something about needs

Social workers, teachers, physicians, public health nurses, supervisors in defense plants, wholesale and retail grocers—these are only some of the people in Industria whose work brings them in touch with food

problems of one kind or another. Dr. Thomas and Mr. Wiley will want to consult the heads of the groups already doing something about nutrition problems before taking any steps to organize a coordinated nutrition program on a community-wide basis. Representatives of these and other professional groups have indicated a willingness to work on a cooperative plan for meeting the nutritional problems of the community in a broad and constructive way.

A coordinating nutrition council is proposed

A small, informal group representing the agencies and individuals most concerned has drawn up a plan for a coordinating nutrition council which will take responsibility for studying and attempting to meet nutrition needs on a city-wide basis. No steps will be taken to complete the organization of this council until those whose work will be affected by it have had ample opportunity to react to the plan.

Until a proposed new program has in some way received community sanction it cannot expect community support

Because the agencies themselves are backing the nutrition program, no further efforts to secure formal community approval are likely to be necessary. Often community sanction for such a program is obtained through spontaneous endorsement at an open public meeting. This is the way it was done in Hartland, you will remember.

The proposed new program is related to the Defense Council

Until the war is over, the national war effort has first claim upon all community resources—time, materials, energy, money. There is a Defense Council in Industria which coordinates and integrates war activities of all kinds. Since nutrition is an important problem in national defense, the local Defense Council will want to work out with those concerned a plan for making the new nutrition council part of the official war program.

A community nutrition council is formed

Preliminary consultations with the Defense Council, agency representatives, civic leaders, and other interested persons, have paved the way for the actual formation of the Industria Nutrition Council, which now takes place. It has been made clear that the Nutrition Council is not "another agency" but a way of pooling information and experience from many sources so that existing agencies and organizations may work effectively together in areas of common concern.

The new council relates itself to existing agencies and organizations

A nutrition council which really coordinates the efforts of existing agencies and organizations should be able to define its responsibilities in a way that gives it plenty of room to work, and yet does not interfere with organized activities already being carried out by these groups. In many meetings between its own executive committee and representatives of community agencies, the new Industria Nutrition Council will decide what its work shall be and how it will operate.

Practically every cooperative program requires the services of a "knitter-upper," a person responsible for making the innumerable, detailed arrangements on which successful cooperation depends

One of the co-chairman of the new Industria Nutrition Council is a citizen known for his fairness and his keen interest in public welfare. The other is a well-known professional worker. These people are both willing to give much time to the program, but neither one can undertake to see that council plans get into action. Some one must be found to take this responsibility.

A successful coordinator, in a community program, is a person who does the things which make it possible for other people to carry on effectively

The Industria Nutrition Council has decided to employ a paid worker to give full time to the program. They want a title that implies more responsibility for taking initiative than does the word "secretary." On the other hand they do not want to designate the position by any name which would suggest power or authority. Someone has just discovered that the dictionary meaning of coordinate is: "To place in

harmonious or reciprocal relation; to combine or adjust for action or for any end." This exactly describes what they want their worker to do, so they are calling him a coordinator. A capable volunteer can sometimes be found who will give part-time service as a coordinator without compensation. When a salary is to be paid, the question of how to raise money for it is often troublesome. Sometimes an agency very much interested in the success of the community program will offer to loan a paid staff member for whole or part time. Occasionally a private citizen with means will donate money. A number of agencies together may contribute the necessary amount, or money may be raised by solicitation or benefits.

The council finds itself an office

The Industria Nutrition Council is now looking for an office. Everyone wants the headquarters located in a convenient, neutral place so that the public will not associate the new program too closely with any one agency or organization. Dr. Thomas has offered a room in the Public School Administration Building; Mr. Wiley, in the Social Service Building. Because of the tie-up with the Defense Council, the city commissioners are able to offer space in the basement of the City Hall. The council finally accepts the room in the City Hall.

The council looks about for helpers

A program as far-reaching as the Industria nutrition program will be requires many different kinds of help from many different kinds of people. The Civilian Defense Volunteer Office will be glad to help find workers. Professional organizations and agencies will supply personnel for new projects and assist with the training of nonprofessional assistants. The Information Committee and the Speakers Bureau of the defense council will offer a particularly valuable kind of service.

Community planning means cooperative thinking that is "freely and endlessly creative"

Members of the Industria Nutrition Council are going to try, first of all, to get a general picture of nutrition needs on all economic levels in Industria.

The next step will be to decide which of these are most important in the light of the war situation. Then they will have to think honestly and directly

and freely about the problems they decide to work on. The big, over-all problem is to try to help all the people of Industria to know about and use the kinds of food that will make them healthier, and therefore, happier, more useful human beings.

It is not easy in a city as large as Industria to discover and bring together all the resources that can be used to meet human needs. On the other hand, some of the most appealing and effective procedures are at the same time the simplest.

A community program has really taken hold when things begin to happen spontaneously, because of it, in families and neighborhoods

Perhaps the biggest thing which the new program can do is to help families, and groups of families, to help themselves. And this is not an easy task!

There is no administrative magic for altering the buying practices of years, the food habits deep set by tradition and long use, or for solving the complicated, far-reaching problems of urban food distribution. The changes involved are the cumulative result of enlightened decisions made over and over again by individuals who have learned to want to use food differently.

A nutrition program which really undertakes to help people to help themselves is one which works continuously and simultaneously through every possible channel of education, association, and interest to provide the information and materials essential for their learning. Incidentally, it is because such a program requires cooperative action on the part of so many persons, agencies, and organizations that its projects usually have to be orchestrated by a coordinator.

There is no one best way of relating district or neighborhood activities to each other or to a central council in all community programs.

The Industria Nutrition Council will naturally want to reach as many people as possible in the shortest possible time. Efforts will be made to contact potentially interested individuals, families, and groups through all the avenues open—the organizations they belong to, the settlement houses they frequent, the churches of which they are members.

In some districts block plans similar to the block plans used in Hartland and Fairview may be developed.

A few neighborhoods have organized coordinating councils to study neighborhood needs and make plans for meeting them. Where such councils exist, all city-wide programs supposedly channel through them. Since the nutrition program has unusual importance and meaning for everybody, some of these neighborhood councils are giving it vigorous support. One or two have set up special subcommittees to work with it. This is a promising arrangement—one that metropolitan nutrition councils may well consider—but any plan of organization that makes nutrition a people's program is a good plan.

Differences of opinion are essential to the vitality of a community program

It would be hard to find a community in which there are more differences of opinion about more things than in Industria. Members of the new nutrition council come from many different walks of life and represent a number of different creeds and nationalities. They will likely disagree about many matters. This need not disturb anyone. Differences in themselves are good, important, and essential for growth. It is only when people are afraid of them that they matter.

Dr. Thomas and Mr. Wiley both know that there will be difficulties to meet as the Industria nutrition program gets under way. Each day, in the beginning, will bring forth new problems of organization and, in even greater numbers, new problems of human relationship. If each of these questions or difficulties is regarded as a problem, and studied as a problem in a mature, objective way, satisfactory answers for most of them will eventually be found. Each group will learn what its particular responsibilities are, how best to carry on its work, and how to work with all the other groups. This is problem-solving the American way.

PERHAPS YOU LIVE IN A COMMUNITY WHICH HAS LONG SINCE WORKED OUT A PLAN OF ORGANIZATION THAT SUITS YOUR NEEDS. YOU MAY BE WONDERING, HOWEVER, ABOUT A PROBLEM WHICH IS CONSIDERED IN THE NEXT SECTION. DO THE YOUNG PEOPLE IN YOUR COMMUNITY FEEL THAT THEY ARE REALLY A PART OF YOUR SPLENDID WAR EFFORT?

V. WHEN YOUTH COMES INTO THE PICTURE

"What can *we* do about this war? We're too young to fight and too old not to want to take our share of responsibility," complained John Mason to a group of young people gathered in a Freeman, Texas, drug-store enjoying sodas after the high school basketball game.

"It certainly makes you feel like a nonessential commodity," agreed June Fowler. "But at least, if this war lasts long enough, you boys will get old enough to fight. We girls don't even have that satisfaction."

"Don't get the idea that you can't help just because you can't fight. After all, there's a lot more to winning a war than just fighting. Every fighter must have many people behind him producing food, making guns, and keeping up morale. Everyone can help with all of these things. I'm sure if we try, we can all find a way to help."

"Maybe we could help with this nutrition program everybody's nuts over. We'd feel like we were doing something, at least," suggested Bruce Morrison. "I don't understand it very well but I suppose we could find out about it if we talked to Mr. Baxter. That guy is the busiest high school principal I ever heard of. I think he's on both the Defense Council and the nutrition committee."

"Well, why don't we ask about it?" said John. "I tell you what, we'll appoint you and June to find out what the nutrition program is and how we can help with it. I'm sure it has something to do with eating the right food, and helping people who don't have it to get it."

There is no set way for young people to participate in community planning

June and Bruce have talked with the principal of the high school, the coach, and the chairman of the local nutrition committee. These people all agree that the boys and girls of the town have just as much right to work for their community as the older citizens, and that the young people should be taking an active part

in the community nutrition program which the local Defense Council is now sponsoring.

Will there be a separate youth council, or will youth and adults work side by side

The young people, themselves, are the ones who should decide how they will participate. An independent, junior nutrition committee could easily be organized in Freeman. It would be simple to work out a system of representation on such a committee for clubs, youth organizations, unorganized youth, and high school classes. The young people concerned with preliminary, informal planning, however, say that they would rather find a way of getting representation on the Freeman nutrition committee than organize a separate group of their own. They think that they will get a broader view of community problems if they work with adults than if they work alone.

Even when they do not want the responsibility of an independent youth council, young people usually like to work through a planning group or subcommittee of their own

An interesting solution to the problem has been reached. The local nutrition committee decided to invite the young people to organize a subcommittee to be officially responsible for planning and guiding the participation of youth in the local nutrition program. The chairman of this subcommittee and three other members serve on the central nutrition committee. The youth committee has 16 members. Twelve of them are young people representing youth groups and unorganized out-of-school youth. The other 4 are adults chosen by the young people themselves.

The chairman is important

The chairman of the youth group in the Freeman program has two kinds of responsibility. He must do his share of planning with other members of the central council on problems of concern to the community as a whole. He, or she, must at the same time be able to inspire and guide his own group.

The youth committee has a real job to do

The youth committee of a community nutrition program not only will help to plan and carry through projects of general community interest but will assume increasing responsibility for seeing that the needs of youth are recognized and met.

Although the Freeman nutrition program is still fairly new, young people in the community have already worked with it in several ways. A committee of high-school boys weighed and measured the elementary school children examined by the doctor in the nutrition round-up. They will do this once a month, keeping the records of the children's growth for the doctor and the nurse. High school art students are making nutrition posters for local stores.

The youth committee has voted to study the food habits of young people of different ages in the community in order to see what the food problems of these

groups are. The Scouts have offered to distribute and collect materials, circulars and questionnaires. 4-H Club boys and girls are helping with food production and preservation. Agriculture students are helping with gardens; home economics girls with the school lunch. Every boy and girl working with the program is trying to improve his or her own food habits.

AND NOW WE HAVE COME TO THE PLACE WHERE WE CAN REALLY DISCUSS A PROBLEM WE HAVE ONLY HAD TIME TO MENTION BEFORE.

A SEA CAPTAIN CHARTS HIS COURSE IN ADVANCE. TO MAKE SURE THAT HE SAILS THE COURSE HE HAS CHARTED, HE CHECKS HIS POSITION FROM TIME TO TIME, IN A NUMBER OF WAYS, ENTERING HIS FINDINGS IN THE SHIP'S LOG. WHEN THE VOYAGE IS OVER, HE MAKES A REPORT.

WHEN YOU DO THIS FOR YOUR COMMUNITY PROGRAM YOU CALL IT "EVALUATION".

VI. WHEN YOU FACE THE NEED FOR STOCK-TAKING

The April meeting of the Albion, North Dakota, Nutrition Council had just adjourned. Mrs. Graves, the local P. T. A. representative; Robert Stone, a county commissioner; and Jim Ferguson, the young sociologist at the Municipal University, are chatting on the steps of the Court House.

"That certainly was a good meeting," Mrs. Graves remarked. "I had no idea there were so many ways of analyzing a community program."

"Neither had I," said Mr. Stone. "This is more in your line than mine, Professor," he added turning to the other man. "Do you really think we can tell what we finally accomplish with this nutrition business? A lot of people are giving a lot of time and money to it."

Dr. Ferguson nodded emphatically. "I certainly do. Of course, the whole story can never be told in figures and charts. The most important result of the Albion nutrition program will be the changes which take place, because of it, in the lives of people. We can't measure the true meaning of these changes by any tests now available. But some aspects of the work definitely can be evaluated. By the way, I wish we could use that word "evaluated" more. It's nothing to be afraid of. It simple means to find the values of something."

Mr. Stone laughed. "You know, Professor, I might have learned something if I'd gone to school to you. Mind, you stick with us on this," he called back over his shoulder as he stepped into his car. "I personally think this part of our work is pretty important and we need your help."

* * *

A community cannot believe in a program which it does not understand

Mr. Stone is right. It is important for those interested in the nutrition program to be able to say at any point in its progress to any one who asks: "There is where we started, and here is where we are."

A community program thrives on continuous constructive analysis

If the Albion nutrition committee develops a good plan for appraising the local nutrition program, this group will find, as other similar groups have found, that frequent evaluation improves the work tremendously. Impractical suggestions will be weeded out, mistakes of all kinds can be caught and corrected, next steps can be taken firmly with the knowledge that effort is in the right direction.

Plans for stock-taking need to be made before work begins

A community should not wait to appraise its work until there is some sudden need for information about it. Judgments hastily made without supporting facts are seldom fair. Arrangements for evaluation should go hand in hand with the planning of each activity in the program.

Plans for stock-taking have three parts: (1) Deciding what to record or measure; (2) making the blanks or forms that are needed to record the facts wanted; and (3) deciding how to use these blanks. If no records have been kept, it will be very difficult to give a true picture of what has been accomplished after the program has been under way for a little while. It is never too late, however, to begin to plan for the continuous appraisal of a growing program.

Everyone who takes part in a community nutrition program should help to determine its values

Evaluation is usually more effective if a special subcommittee is made responsible for (1) developing general plans for evaluating the program as a whole, and (2) helping each group working on a project in the program to take stock of its work.

A member of the nutrition council has been asked to be chairman of such a committee in Albion. He will get together a group of qualified people, most of whom will not be members of the council itself. This committee will not try to do an elaborate statis-

tical job. All that the council wants are some facts to show what has been accomplished to date.

No two communities take stock in the same way. There are, however, steps which every community needs to take if the resulting picture of the work is to be reliable

It will be the responsibility of the evaluation committee to think through the steps which each group in the Albion nutrition program will have to take in order to know, as its work progresses, what is actually being accomplished. The steps outlined below are those which probably will have to be taken if a community wants a satisfactory evaluation of its nutrition program either in whole, or in part.

STEP 1. *Goals are determined*

The first thing the Albion evaluation committee will do will be to help the council and each subcommittee to review its aims and objectives. This is a necessary first step because all later judgments about progress will have to be made with reference to these goals. The council will be concerned with objectives for the program as a whole. Each subcommittee will be concerned with goals for its own particular project.

STEP 2. *An inventory is taken*

Without some record of the conditions as they were at the beginning of a program or a project, it is difficult, if not impossible, to know later how much ground has been gained.

Most of the objectives so far set up in connection with the Albion nutrition program are fairly clear-cut. One of the things the council wants to do, for example, is to increase the effectiveness of the present nutrition education program for adults in the community. In order to know later whether or not this program has been improved, the council needs to find out how extensive it is *now* and how successful it has been.

STEP 3. *Some standards are set up.*

There are no ready-made standards by which to measure progress in any community program. Each planning group should decide for itself, in advance, what the general outcome of its work should be. Future developments can then be analyzed in the light of these expectations.

Suppose we take a particular project for an example. The chief reason for having nutrition classes is to help

people who are interested to learn more about food, and to meet their own food needs with more understanding. If people who enroll in these classes do actually buy and use food better as a result of their studying, this part of the program will be considered a success.

STEP 4. *The evidences of progress which are to be looked for are determined.*

As soon as a community planning group decides what the general outcome of a project should be, arrangements should be made for collecting evidences of progress.

As soon as a project gets under way, changes begin to occur in the situation it aims to alter. The character and extent of these changes can never be known unless certain facts are collected as the work goes along. To collect the facts two kinds of records are needed: (1) *Numerical records* showing the number of classes, conferences, and meetings held; the kinds of activities promoted; the number of people taking part; the distribution of services; the proportion of possible participants actually reached. (2) *Descriptive reports* of changes in food practices brought about as a result of the program.

STEP 5. *Plans are made for collecting evidences.*

Different kinds of information are obtained in different ways. Forms, blanks, and record sheets are useful tools but must be carefully worked out to meet the specific needs of particular situations.

The Albion evaluation committee spent several days helping the committee in charge of nutrition education for adults to make up a set of record forms. Three forms have been completed: (1) A registration card, (2) an attendance record, and (3) a simple questionnaire to be used to find out what are some of the food problems of the townspeople. All of these forms are simple. They are merely a handy way of getting questions answered. Other forms will be developed, as they are needed.

STEP 6. *Evidences are gathered as the program goes along.*

Plans for recording significant facts about the Albion nutrition program as it grows have been thoughtfully made. The evaluation committee has worked with the committee in charge of this project to decide upon the most appropriate times and places for getting each kind of information wanted. Facts about people—addresses, size of families, special food

problems, et cetera—will be secured on registration and attendance cards. Survey sheets will be filled out in connection with group work whenever this can be done. Any special investigations will be planned to fit into the scheme of things with as little disturbance of other work under way as possible.

STEP 7. *Findings are studied and summarized.*

Basic decisions should never be made until the necessary facts have been gathered and seen in perspective.

The evaluation of the Albion nutrition program must be a continuous process. As new information is gained, it will inevitably influence next steps in development. At least once a year, however, there should be a concentrated effort on the part of all people in the program to study their work carefully and appraise what has been done in relation to a starting point, or points. This annual summary and analysis will be made under the direction of the evaluation committee which has been preparing for it all along.

Community programs must be replanned continually in the light of experience

As soon as the evaluation committee has completed its analysis of the year's work, the findings will be reported to the nutrition council. Facts and the implications of these will be carefully considered and

discussed. General plans for another period of work and specific plans for next steps will be made in the light of all known experience with the program to date.

A community program must report to the community

In addition to the continuous interpretation of activities which goes on all year in connection with the Albion nutrition program, an annual report will be made to the public. This report should have a good build-up and be made in a way that will attract the attention of the community. It can be presented at the annual business meeting, or at a special dinner meeting to which the public is invited. In either case, mimeographed or printed copies should be ready for distribution at the time of the meeting. The annual report will be a summary of work done, work going on, and work to be undertaken.

WHEN YOU WRITE YOUR ANNUAL REPORT, REMEMBER THAT YOU ARE REALLY TALKING TO YOUR NEIGHBORS. FIND OUT WHAT THEY WANT TO KNOW ABOUT THE NUTRITION PROGRAM AND TELL IT TO THEM IN CLEAR, INTERESTING LANGUAGE. THIS SIMPLE WAY OF KEEPING FAITH WITH THE PEOPLE WHO HAVE WORKED WITH YOU HAS PERHAPS MORE SIGNIFICANCE THAN YOU HAVE REALIZED. YOU ARE PROVING ONCE AGAIN THAT, IN AMERICA,

DEMOCRACY MEANS ALL OF US

READING REFERENCES

Books and Pamphlets About Community Organization Which May Be Helpful to People Working In Community Programs

Books

1. Colcord, Joanna C. *Your Community: Its Provision for Health, Education, Safety, Welfare*. Rev. ed. New York, Russell Sage Foundation, 1941. 85 cents.

A handbook for the guidance of those wishing to gather facts about their communities as a basis for efforts to improve local living conditions. Well-known and widely used.

2. Elliott, Harrison S. *The Process of Group Thinking*. Rev. ed. New York, Association Press, 1938. \$2.50.

The author begins by saying, "The aim of true democracy is to secure the active participation of every individual up to the limit of his capacity in the conduct of all his social, vocational, and political affairs." He goes on to show how such participation can be secured. An important book.

3. Lieberman, Joshua, ed. *New Trends in Group Work*. New York, Association Press, 1938. \$2.00.

Articles by nineteen outstanding leaders in the field. The book, as a whole, gives a unified picture of present group work frontiers, and problems. Among the authors are LeRoy E. Bowman, Neva L. Boyd, Henry M. Busch, Grace L. Coyle, John Dewey, Hedley S. Dimock, Abel J. Gregg, Charles E. Hendry, Clara A. Kaiser, William H. Kilpatrick, Louis Kraft, Eduard C. Lindeman, Arthur S. Swift, Jr., and Goodwin B. Watson.

4. Pettit, Walter. *Case Studies in Community Organization*. New York, D. Appleton-Century, 1928. \$2.25.

Narratives which highlight problems of human relationship frequently met in community organization. Although this is an older book, it is still valuable because of the skillful way in which the author shows how the behavior and personality of community workers influences the results of their work.

Pamphlets

1. *A Call to Action*. Report of the Ohio Valley and Great Lakes Conference on Education, the Community, and National Defense, Columbus, Ohio, February 1941. Single copies, 10c; ten or more copies, 8c each; 100 or more copies, 6c each. Write the Executive Secretary, Ohio Commission for Democracy, H. W. Nisonger, Ohio State University, Columbus, Ohio.

Descriptions of community activities in Ohio.

2. *The Civilian Defense Volunteer Office*. U. S. Office of Civilian Defense, Washington, 1942.

3. *The Community Council in Defense. How you and your neighbors can help*. Bulletin No. 3036, Instruction Service Series. Published by Eugene B. Elliott, Superintendent of Public Instruction, Lansing, Michigan, 1942.

A bulletin prepared in response to numerous requests for help in organizing and planning work for community councils.

4. *Community Planning. A manual of practical suggestions for citizen participation*, by W. D. Heydecker. 38 pp. Regional Plan Association, Inc., New York, N. Y. 1938.

A pamphlet showing how the people of a community can take part in the direction of community affairs.

5. *Defense on Main Street*. Council for Democracy, 285 Madison Avenue, New York, N. Y. 1941. 88 pp. 35¢.

A guidebook for local activities for defense and democracy.

6. *Hidden Hungers in a Land of Plenty*. National Maternal and Child Health Council, 1710 Eye Street NW., Washington, D. C., 1941. 25¢.

A handbook of nutrition projects which can be undertaken by individuals and groups.

7. *Handbook for Discussion Leaders*. Carnegie Endowment for International Peace. New York, N. Y., 1940. 10¢.

Broad picture of America's problems as affected by international relations.

8. *Know your Community*. Leaflet No. 57, U. S. Office of Education, Federal Security Agency, Washington, D. C., 1941. For sale by the Superintendent of Documents, Washington, D. C. 10¢.

9. *The Neighborhood Approach to Community Planning*. 39 pp. Bulletin No. 94. Community Chests and Councils Inc., New York, N. Y., 1937. (Processed).

Procedures for organizing neighborhood councils within a total community program.

10. *The Organization and Duties of Local Defense Councils*, U. S. Office of Civilian Defense, Washington (to be released shortly).

11. *Small Town Manual*. Publications Division, U. S. Department of Commerce, Washington, D. C., 1942. Limited number of copies available for distribution.

A procedure for taking inventory of community assets and problems in a small town and its surrounding territory.

12. *Sponsorship of Community Councils*. Kiwanis International, North Michigan Avenue, Chicago, Ill. Free to members. A 1942 Action Program.
13. *Volunteers in Nutrition*, U. S. Office of Civilian Defense, Washington, 1942.
14. *Your Community in the War*. Kiwanis International, 520 North Michigan Avenue, Chicago, Ill. Single copies available for non-Kiwanis use at 10¢ each. Quantity rates on request.
A guidebook for home front activities.

APPENDIX

EXHIBIT A.—LIST OF ORGANIZATIONS AND AGENCIES USUALLY REPRESENTED ON LOCAL NUTRITION COMMITTEES

It is not expected that every community will have all the organizations listed below. It is wise to check any community by some such list, however, to make sure that no group which should be included is overlooked. When a local nutrition committee is made up of representatives from such groups as the following it includes people with a fine diversity of training, experience, and interests, and from a wide range of income levels.

Civic:

- American Legion and auxiliaries.
- College alumni groups.
- Federated women's clubs.
- Garden clubs.
- Junior Leagues.
- The League of Women Voters.
- Libraries (public and private).
- The press and the radio.
- Service clubs (both men's and women's).
- Women's auxiliaries of medical societies.

Commercial:

- Chamber of commerce and other business men's associations.
- Dairy organizations.
- Grocers' associations.
- Home service departments of utility companies.
- Meat dealers associations.
- Restaurants and hotels.

Educational:

- Adult Education Association.
- American Association of University Women.
- Home and farm bureaus.
- Labor unions.
- Minority group organizations.

Educational—Continued.

- Office of Price Administration.
- Parent-teacher associations.
- Schools (public and private)—administrators, teachers, and students.
- Tuberculosis and health associations.

Professional:

- Agricultural Extension and home demonstration agents.
- Agricultural Marketing Administration.
- American Red Cross.
- Council of Social Agencies.
- Dental associations.
- Departments of health.
- Departments of public welfare.
- Dietitians in hospitals and other local institutions.
- Farm Security Administration.
- Medical associations.
- Public health nurses.
- Social agencies (private).
- Visiting nurses' associations.
- Work Projects Administration.

Religious:

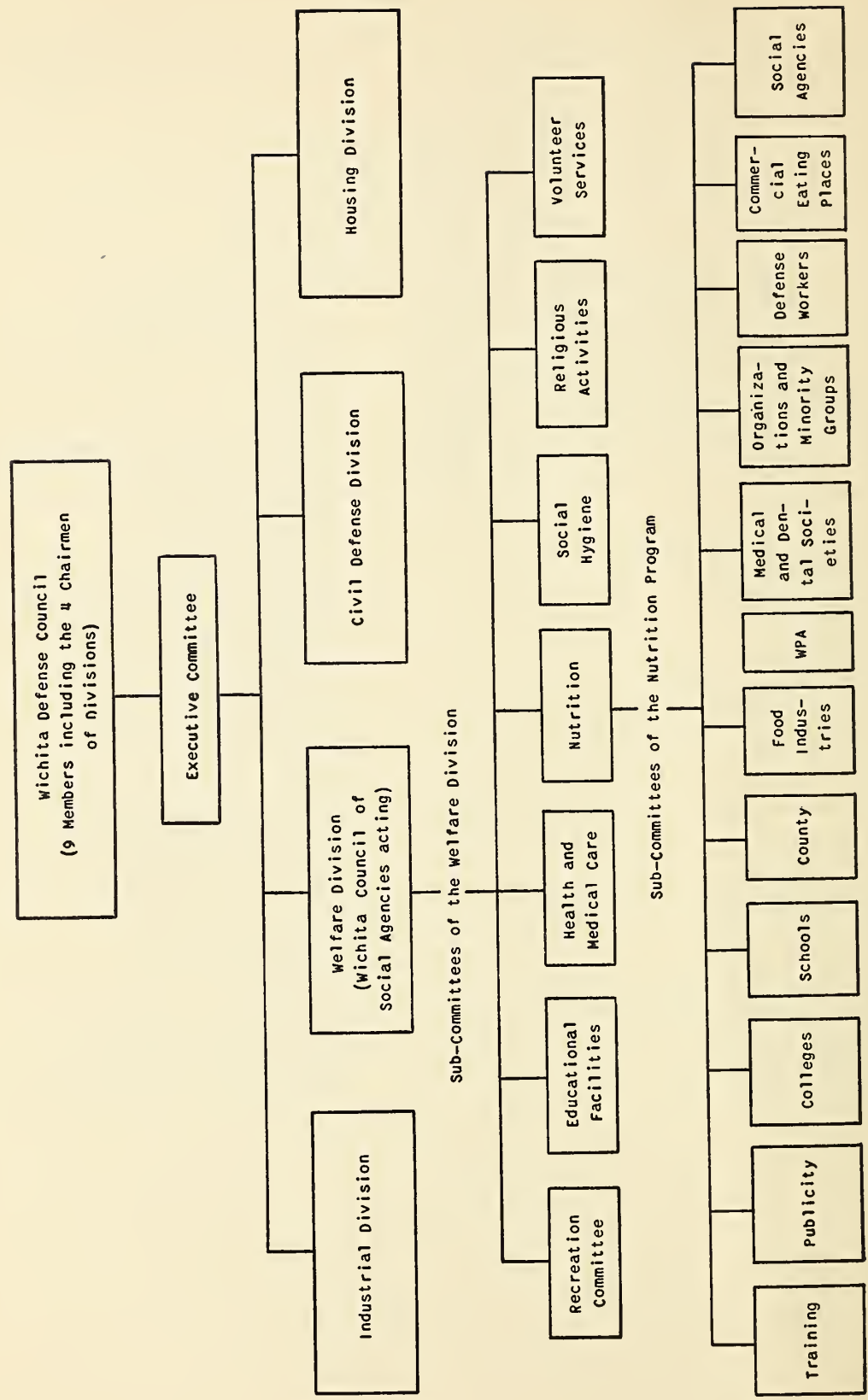
- Church groups of all denominations.
- Young Men's Christian Associations.
- Young Men's Hebrew Associations.
- Young Women's Christian Associations.
- Young Women's Hebrew Associations.

Youth:

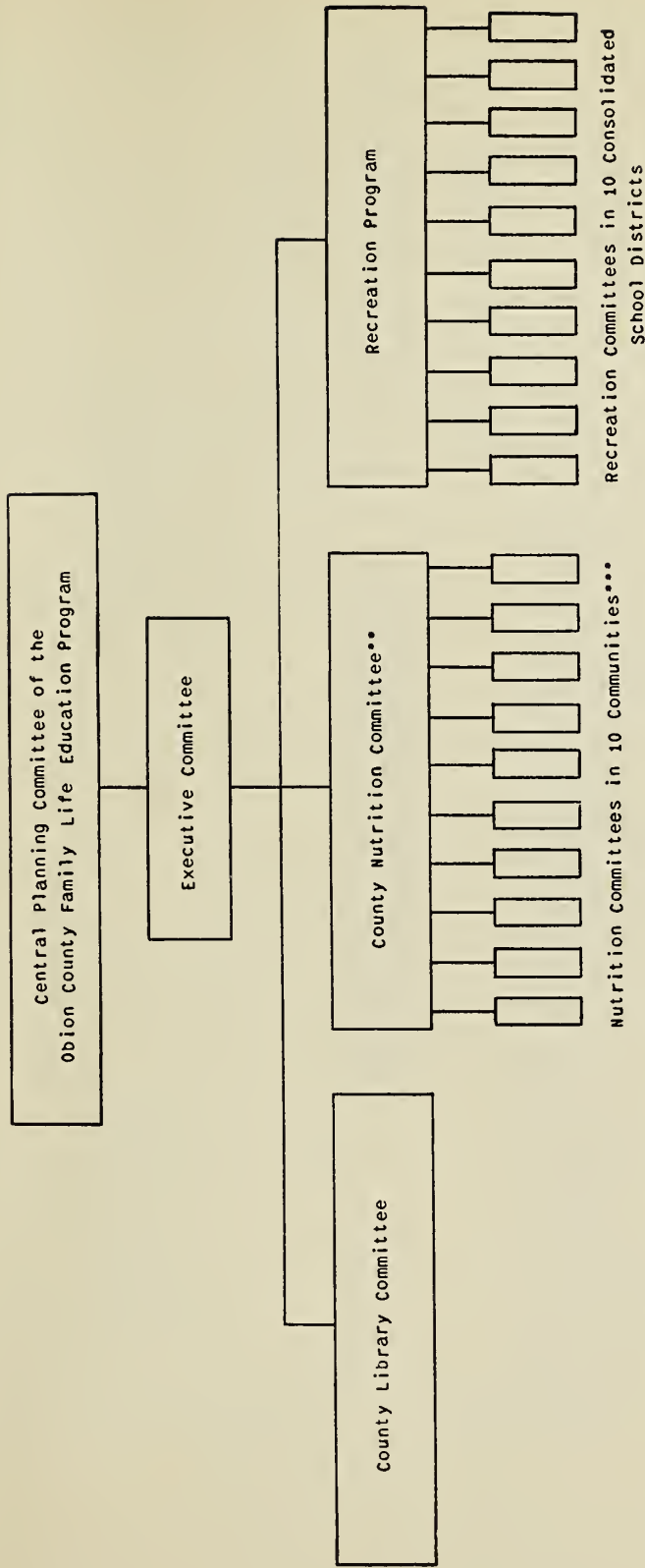
- Boy Scouts of America.
- Camp Fire Girls.
- Girl Scouts of America.
- 4-H Clubs.
- Future Farmers of America.
- Future Homemakers of America.
- National Youth Administration.
- Other youth organizations such as a youth council.

Exhibit B. Charts showing how three communities have organized their defense nutrition programs.

Organization Chart of Wichita, Kans., Defense Nutrition Program



Organization Chart of Obion County, Tenn., Nutrition Program*



*The Nutrition Committee of the Obion County Family Life Program is recognized by the Obion County Defense Council as the Defense Committee on Nutrition.

**The Obion County Nutrition Committee has 42 members. There is a representative from every agency and organization in the county concerned with nutrition. Half of the members are lay people and half professional workers.

***Each of these committees has 8 to 15 members. Each acts as a committee of the whole.

Organization Chart of Louisville Defense Nutrition Program

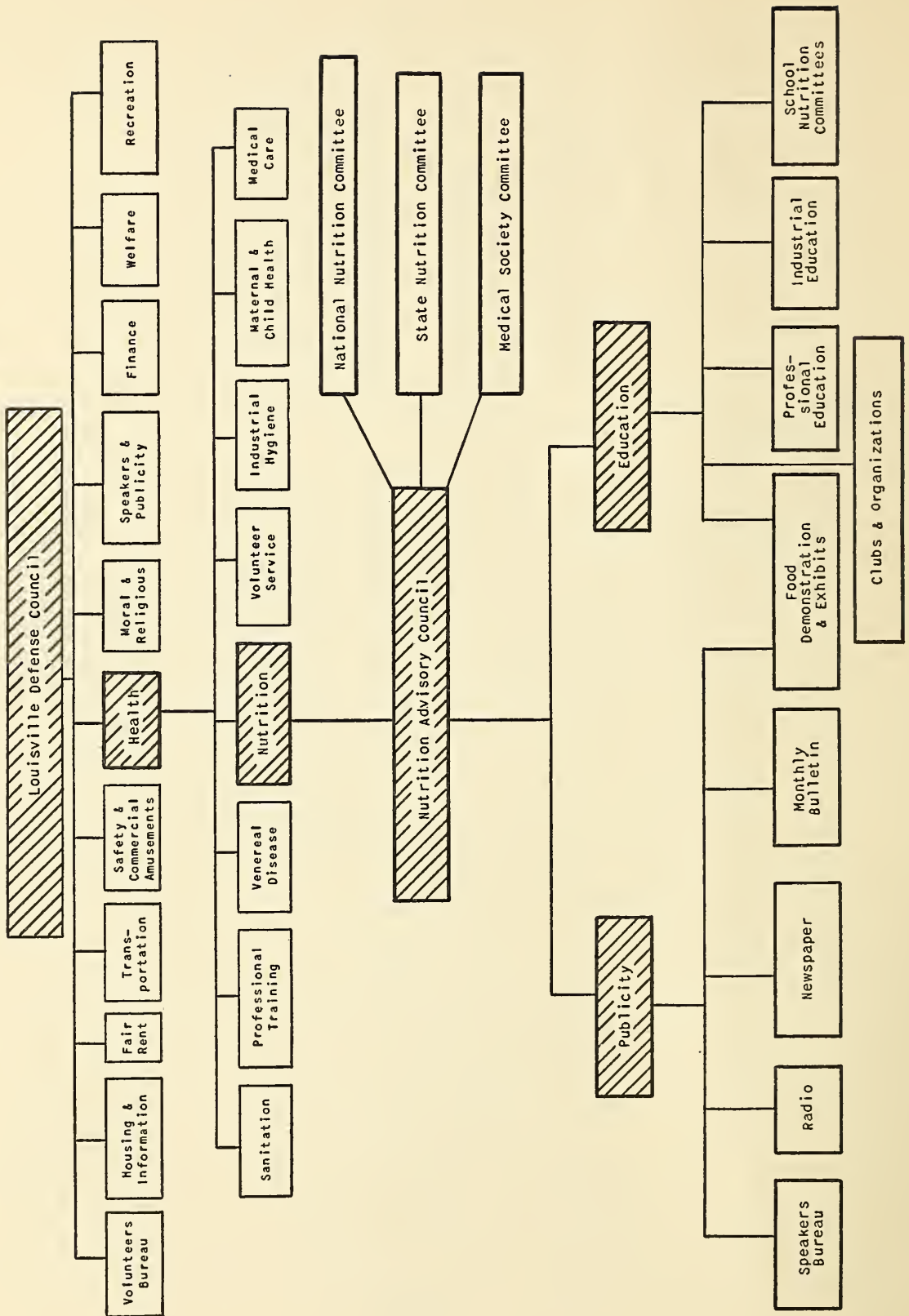


EXHIBIT C.—A LIST OF QUESTIONS WHICH MIGHT BE USED TO GUIDE THE DISCUSSION OF A COMMITTEE TRYING TO MAKE AN INFORMAL ESTIMATE OF NUTRITION NEEDS IN A COMMUNITY

Community Characteristics

1. Is your community rural, urban, semi-rural, suburban, or small town?
2. How many people live in your community? How many families?
3. Are there distinct racial groups? National groups? Of what size?
4. About how many families are receiving public assistance? How adequate are allowances?
5. Are there many low-income families not eligible for public assistance who have difficulty getting enough of the right food to eat?
6. What are the main sources of income? Farm? Manufacturing? Professional services? Trade? Transportation? Other?
7. What are the main causes for poverty in your community: Poor land? Unemployment? Low wages? Poor health? Large families? Poor management? Ignorance? Other things?
8. What are the maternal and infant death rates?
9. How many new cases of tuberculosis are reported each year?
10. Are there outstanding social problems of any kind which might have a bearing on the nutrition program? If so, what are they?

Local Food Situation

1. Do inherited national food habits constitute a problem in your community?
2. Are there glaring evidences of malnutrition in any parts of the community or in any special age group?
3. Have any studies been made of local food habits or problems? If so, by whom, and what did they show?
4. What kinds of food are produced locally on a commercial basis? In what quantities?
5. What are the local arrangements for drying, storing, and preserving foods?

Facilities and Resources for a Community Nutrition Program

1. Facilities for giving information.
 - a. Where can people in your community go to learn about individual or family food needs?
 - b. Is this information available to everyone?
 - c. How many families are now being reached, or could be reached with existing facilities?
 - d. Where are the families who are not now being reached?
 - e. What facilities would be needed to serve them?

2. Cooperation with food merchants and proprietors of public eating places.
 - a. How many of the stores in your community carry whole grain and enriched bread and cereals?
 - b. Where can the people in your community who are responsible for planning meals and preparing food in public eating places get accurate information about food and food values? About methods of food preparation?
3. School lunches.
 - a. Are satisfactory lunches provided in all the schools? By whom?
 - b. What proportion of the school children in your community are now being served?
 - c. What provision is made for children who cannot afford to pay for their lunches?
 - d. Is adequate lunch space provided for those children who bring lunches from home?
 - e. Is full use being made of all available resources for getting food for school lunches free or at low cost for children coming from low-income families—penny milk, 5-cent milk, surplus commodities, and local surplus foods?
4. Use of surplus foods.
 - a. What surplus foods are available locally in your community? Where? At what time of year?
 - b. What kinds and amounts of food are available through the Agricultural Marketing Administration?
 - c. Are local surplus foods made as widely available as possible to all low-income families, as well as to those receiving public assistance?
 - d. Are facilities for finding out how to care for surplus foods—from the Federal Government and from local sources—available to all?
5. Gardens.¹
 - a. How many families have gardens?
 - b. How many more could probably have them if they tried?
 - c. Are there families who might be able to have a garden if seeds were provided? Could seeds be provided for those unable to buy them in the ordinary way? How?
 - d. Is there need for, and space for, one or more community gardens? Where? What arrangements would need to be made to get them properly planted and cared for? By whom?
 - e. Is gardening equipment available to all? If not, how can it be made available?

¹ Other aspects of home food supply may be studied with the aid of the survey sheet reproduced on page 39.

6. Organizational resources.

a. Does your community have the services of—

- (1) Home demonstration and agricultural agents of the Cooperative Extension Service of the United States Department of Agriculture?
- (2) Home management and farm supervisors of the Farm Security Administration of the United States Department of Agriculture?

b. Does your school system include a home economics department?

c. Are there home economists or nutritionists associated with private and public social welfare or public health agencies?

d. Do the following State agencies have nutrition specialists or home economists who might help you with your local problem: State Extension Service of the State College of Agriculture? State Department of Education? State Department of Welfare? State Department of Health?

e. Does your community have a medical society? Dental association? Home economics association? Di-

etic association? A chamber of commerce? A community chest? A council of social agencies? A family life education program? Other professional, civic or business organizations?

f. Could you get help with your local nutrition program from any of the following national organizations (or others):

The American Association of University Women? The Boy Scouts of America? The Campfire Girls? The General Federation of Women's Clubs? The Girl Scouts? The National Congress of Parents and Teachers? The League of Women Voters? The Federal Council of Churches? The Young Women's Christian Association? The Young Men's Christian Association? The Young Men's Hebrew Association? The Young Women's Hebrew Association? The American Legion?

g. Does your local defense council have a volunteer office, an information committee, and a speakers bureau which might be used by the nutrition program?

EXHIBIT D. A SAMPLE FORM FOR A SURVEY OF THE NUTRITION NEEDS OF A COUNTY
(ABRIDGED)

STATE DEFENSE COUNCIL OF FLORIDA
TALLAHASSEE, FLORIDA

Division of Home and Community Services
Subdivision on Nutrition

Survey of Nutrition Needs of County

Date: County Chairman on Nutrition

Any State or county program looking toward improvement in nutrition of the general population should be based upon knowledge of the situation. We need to know our strong and weak points and the facilities and resources which we have at hand for use in solving problems uncovered by an investigation of our needs.

The attached checklist is offered as an aid to county nutrition committees wishing to study county or community conditions before deciding upon the projects to be undertaken as the county's contribution toward improved nutrition under the State Defense Program.

1. Food and Nutrition Problems

Food and nutrition problems will vary from county to county according to general health conditions, community provision for food services of different kinds, and the extent to which county facilities have been sufficient to meet county needs.

a. Food problems related to defense personnel.

(1) What defense industries or activities are located in the county?

.
.
.

(2) What special food problems do these present? (Indicate relative importance.)

(a) Individual family problems.

. low income.
. unfamiliarity with available foods.

(b) Group feeding.

. difficulty in producing sufficient food locally.
. inadequacy of markets and food stores.
. inadequate facilities for feeding necessary number.

(3) List the major defects attributable or related to nutrition status found among young men of the county called for selective service. (Consult the Local Draft Boards.)

.
.
.

b. Health conditions (probably) related to nutrition.

(1) County health records for 1939-40 show how many cases of pellagra?; hookworm?; tuberculosis?; other prevalent diseases?

(2) Maternal death rate in county for 1939-40 was per 1,000.

(3) Infant death rate in county for 1939-40 was per 1,000. Percent of still-born; Percent born prematurely

(For information above consult State Department of Health and State Welfare Board).

c. Nutritional problems found in county.

.
.
.

d. Food inspection.

(1) Is there food inspection (State, county or municipal) of

- (a) Milk? yes; no.
(b) Meat? yes; no.
(c) Public eating places? yes; no.

e. School lunch.

Many children in all communities find it necessary for one reason or another to get their mid-day lunch at school. Every community is interested in seeing that its children are as well fed at noon as funds and facilities permit. For some children the problem is merely having a good lunch available for purchase; for others, the school lunch may provide additions to a limited family diet. Do you know how the school feeding programs of your county are managed?

- (1) How many schools in the county serve noon lunch? Elementary? High school?; Consolidated?
- (2) How many pupils in the schools are given free lunches? Elementary?; by what group or agency furnished?
High school?; by what group or agency furnished; Consolidated?; by what group or agency furnished?
- (3) Percent of total school children in county given free lunches?
- (4) What percent of the children who need free lunches are having them supplied?
- (5) How many Work Projects Administration school lunchrooms are operated in the county?
- (6) How many schools in the county are certified to receive surplus commodities?
- (7) How many of the school lunchrooms operate under a commercial concession?; under parent-teacher association exclusively?; under County Board of Education exclusively?; under other agency (name)?; under combination of the above agencies (name them)?
- (8) How many school lunchrooms have the services of a trained dietitian for supervision or consultation?

f. Surplus commodities.

- (1) In how many towns (name them) in the county is the Agricultural Marketing Administration food stamp plan in operation?
- (2) How many families in the county receive surplus food commodities through the food stamp plan or direct distribution?
- (3) How often are these distributed?
- (4) List commodities distributed during the past year that were unfamiliar to or were disliked by families receiving them.
.....
.....
.....

2. Residents of the county

Food problems differ with different groups of people according to age, family customs, permanency of residence, income, etc. Do you know conditions in your county?

- a. How many families live in the county? White Negro
- | | | | |
|---------------------|---------------|---------------|---------------|
| % White | % urban | % Negro | % urban |
| | % rural | | % rural |
| % other races | % urban | | |
| | % rural | | |

- (1) Total population of the county.....
Percent of people under 16 years of age.....; percent 16 years or over.....
- (2) Percent of above families who are foreign born.....
- (3) Percent of families who are permanent residents of the county.....
- (4) Percent of families who are temporary residents.....; migrant families.....

b. What percent of the families in the county are receiving financial aid?; direct relief?; old age, blind, or dependent children's assistance?; Work Projects Administration work relief?; National Youth Administration compensation?

c. Children in institutions.

- (1) How many child-caring institutions are located in the county?
- (2) Give information requested below for each institution:

Number of children	How supported	Amount spent for food	Proportion of food donated	Estimate money value of food intake per child per day
1.....	1.....	1.....	1.....	1.....
2.....	2.....	2.....	2.....	2.....
3.....	3.....	3.....	3.....	3.....

(NOTE.—It is suggested that the county committee collect from each institution a record of the menus served for one week.)

3. Nutrition activities

a. List organizations in county which already include nutrition activities on their programs:

- (1)
- (2)
- (3)
- (4)
- (5)

b. What steps are being taken to improve the physical condition of young men of the county rejected in the draft?

.....

c. What plans are being made for developing an adequate school lunch program for the county?

.....

d. What efforts have been made to acquaint families with ways of using unfamiliar foods?

.....

e. List the organizations (other than those listed under a. above) in the county that would cooperate in a program for study and improvement of nutritional status of the population.

- | | |
|-----------|------------|
| (1) | (6) |
| (2) | (7) |
| (3) | (8) |
| (4) | (9) |
| (5) | (10) |

(f). Check types of publicity available for launching a program for improved nutrition.

- (1) Local radio station.
- (2) County and local newspapers.
- (3) Screen of local movie theatres.
- (4) Others: (a)
- (b)
- (c)

(g) County committees may find it profitable to have a large part of this information collected by the local committee in each of the communities of the county. Information collected in this way might suggest specific problems which a given community might need to study more intensively. Such a procedure might also result in more widespread interest in a program of improved nutrition for the county.

These original reports should be kept on file with the chairman of the county committee on nutrition. Repeated references will be made to them as the program in the county progresses.

After the county nutrition committee has met and discussed the survey, a summary of the nutritional situation for the county as a whole should be prepared from the reports from communities, and recommendations for activity programs should be made upon the basis of the apparent nutritional needs. Keep a copy of the summary for the committee files, and send a copy together with (1) a statement of the most pressing nutritional problems in your county and (2) your recommendation regarding an activity program for meeting county nutritional needs to

Possible sources of information needed for completing the survey are:

- 1. County officers.
- 2. Census reports.
- 3. Chambers of commerce.
- 4. State and county health departments.
- 5. Reports of the State board of health.
- 6. State and district welfare boards.
- 7. County board of public welfare.
- 8. Local draft boards.
- 9. Parent-teacher associations.
- 10. School superintendents, principals, and teachers.
- 11. Distributors of surplus commodities.
- 12. Work Projects Administration administrator.
- 13. National Youth Administration supervisors.
- 14. Professional and civic organizations (especially county medical and dental societies).
- 15. Representatives of such services as Farm Security Administration, Agricultural Extension, and county health units.

EXHIBIT E.—A SAMPLE FORM FOR A STUDY OF FAMILY FOOD HABITS WITH SPECIAL
REFERENCE TO THE FAMILY FOOD SUPPLY

COOPERATIVE EXTENSION WORK IN AGRICULTURE AND HOME ECONOMICS, STATE OF VERMONT

J. E. CARRIGAN, *Director*

Nutrition Survey

Good nutrition is an important part of our National Defense Program. To learn something about the nutrition of the people in this community, the following questions are being asked. The results of this questionnaire will show us what nutrition programs should be carried on by our club.

-
- County..... Town..... Date.....
Farm or village home..... Number in family.....
Number of members under 2 years 2 to 6 years 6 to 12 years 12 to 18 years
18 to 60 years older
1. Which of these foods do you serve *every* day?
 - a. Milk
 - b. Butter
 - c. Tomato or citrus fruit
 - d. Green or yellow vegetables
 - e. Raw vegetable of fruit
 - f. Potato
 - g. Another fruit or vegetable
 - h. Whole-grain bread or cereal
 - i. Eggs
 - j. Meat, fish, or poultry
 2. How much milk does your family use per day?
 3. How much butter does your family use per week? Oleomargarine?
 4. How many pounds of meat and fish do you use per week?
 5. How many eggs do you use in cooking and eating per week?
 6. How much sugar does your family use? (a) Cane sugar per week? (b) Maple products per year?
(c) Molasses per month?
 7. Do you buy "enriched" flour? Vitamin B bread?
 8. Do you have any health problems in your family? (a) Frequent colds? (b) Constipation?
(c) Frequent headaches? (d) Overweight? (e) Underweight?
(f) Sore mouth? (g) Red eyelids? (h) Kidney trouble?
(i) Tooth trouble? (j) Indigestion? (k) Anemia? (l) Lack of "pep"?
 9. What are your greatest problems in feeding the family? (a) Lack of money? (b) Food dislikes?
(c) Planning meals? (d) Knowing the best foods to buy? (e) Knowing food values?
(f) Food preparation? (g) Don't produce enough?
 10. What is your approximate weekly food bill?
 11. (a) Do you have a vegetable garden? (b) Approximate size: One-eighth acre One-quarter acre
..... One-half acre More than one-half acre
 12. How many quarts of tomatoes do you usually can? Other vegetables?
 13. How many bushels of vegetables do you usually store for eating? (a) Potatoes? (b) Other vegetables?
(c) Heads of cabbage? (d) Number of squash?
 14. How many quarts of fruits do you usually can?
 15. How many bushels of fruit do you usually store?
 16. How many quarts of pickles do you can? Jars of jelly?
 17. Is a hot lunch served in your school? (a) All year? (b) 2 or 3 months?
(c) 6 months?

On the back of this paper, write what foods you served your family yesterday for breakfast, dinner, and supper.

